

FY 1999 Annual Performance Plan

IMMIGRATION AND NATURALIZATION SERVICE

INTRODUCTION

The Immigration and Naturalization Service is proposing an FY 1999 Performance Plan that is attainable within the requested level of resources and with demonstrable results, as shown below. These FY 1999 goals will establish a baseline upon which future performance may be tracked and reported, as required by the Government Performance and Results Act (GPRA). The FY 1999 Plan activities and strategies were developed based upon extensive input from INS' Headquarters and Field managers and other INS stakeholders obtained over the last several years. The INS FY 1999 Plan reflects the Immigration Goal of the Department of Justice Strategic Plan, which was developed with thorough consultation with Congress. The INS Performance Plan meets the Federal Government's obligation to manage the immigration system and laws, and attends to the needs of the various customers served and impacted by the operations of the Immigration and Naturalization Service.

BACKGROUND

The Immigration and Naturalization Service's (INS) Annual Performance Plan for FY 1999 identifies the key program activities that will be undertaken in support of the Department of Justice (DOJ) Draft Strategic Plan, 1997-2002, and INS' strategic planning efforts. The focus of the annual plan is on the accomplishment of the strategic goals and objectives outlined in these plans through activities funded out of both the base budget and enhancements. These major goals include: Enhancing the Integrity and Integration of Data and Data Systems; Delivering Services to the Public in a Timely, Consistent, Fair, and High Quality Manner; Securing the Land Borders, Ports-of-Entry, and Coasts of the U.S. Against Illegal Migration; Facilitating Lawful Travel and Commerce Across the Borders of the U.S.; Maximizing Deterrence to Unlawful Migration and Enforcing Immigration Laws in the Interior through Effective and Coordinated Use of Resources; Improving the Development and Implementation of Immigration-Related Policies and Practices by Incorporating Input from a Broad Range of Internal and External Contacts; and Ensuring a Motivated and Diverse Workforce. In addition to continuation of base program activity, INS' eight budget enhancement initiatives for FY 1999 are: Optimize/Improve Systems Development and Data Management; Improve Professionalism; Implement Customer Oriented Business Practices; Status Verification; Improve Institutional Infrastructure; Refine Border Management; Develop, Integrate, and Coordinate International Capabilities; and Integrated Interior Enforcement.

While these initiatives and INS' base program activities generally fit under the six mission-oriented strategic goals found under the Immigration core function in the DOJ Strategic Plan, they also support other core functions in the DOJ Plan. For example, INS' interagency and intergovernmental criminal and gang task force involvement supports

both the Interior Enforcement goal under the Immigration core function and the DOJ Strategic Plan's "Investigation and Prosecution of Criminal Offenses" core function. Two of INS' FY 1999 initiatives -- Improve Professionalism and Improve Institutional Infrastructure -- underpin most all of these goals, and they are directly supportive of the Management core function goals in the DOJ Plan.

The INS' overall program activities with appropriate summary-level performance indicators are delineated below within the context of the Immigration core function goals established in the DOJ Plan. More detailed information on FY 1999 program activities and related performance measures is provided in the accompanying budget documentation.

OVERVIEW OF INS' FY 1999 ANNUAL PLAN

INS' FY 1999 plan continues the completion of the multi-year strategy to gain increasing control of the border, deter and disrupt illegal employment, combat smuggling and other alien-related crime, and remove greater numbers of criminal and otherwise deportable and inadmissible aliens. The FY 1999 plan also continues to address the multi-year, complex, and overarching mandates for INS emanating from the passage of the Antiterrorism and Effective Death Penalty Act (AEDPA) and the Illegal Immigration Reform and Immigrant Responsibility Act (IIRIRA) in 1996. Efforts needed to complete implementation of the broad legislative changes that Congress enacted in 1996 will continue (e.g., departure management, expedited removal of inadmissible aliens).

Significant changes in benefits processing and customer services initiated in FY 1997 and FY 1998 will be continued, incorporating best practices throughout the INS field structure. The INS will also further strengthen the facilities and other infrastructure needs which are critical to mission accomplishment, and will increase the investments required to make our expanded workforce effective and efficient.

As we complete our buildup of border resources and control, we will increasingly move from a focus on the Southwest border to supplementing and supporting control in other critical border areas. We will further integrate INS enforcement activities emphasized in FY 1998. Increased efforts will be made to link border management, overseas enforcement activity, and interior enforcement, with particular emphasis on alien smuggling, intelligence sharing, and fraud and criminal case activities. Within interior enforcement, the focus will remain on removing the opportunities for illegal employment and illicit receipt of entitlements or benefits which spur illegal migration, and on identifying and removing aliens engaged in criminal activities. Overseas enforcement activities, in cooperation with the Department of State and foreign governments, will be strengthened to address, in the source and transit countries, smuggling and other criminal alien activities affecting illegal immigration.

In the customer services and benefits processing arena, INS will complete any remaining activities to complete Naturalization program re-engineering and process changes. FY 1999 activity will focus on initiating similar changes to all benefits applications programs

and processes, particularly adjustment-of-status case work. Process and customer-servicing “lessons learned” from re-engineering the naturalization process will be incorporated into all benefits and services activities nationwide. Improvements will be made to centralized telephone information and forms services provided INS customers. Increased use of direct mailing of applications to processing centers will be pursued to shorten processing times and alleviate unnecessary delays at field offices. Activities to expand and strengthen alien status verification services for Federal, State, and local government clients, and employers, will be continued, with special emphasis on completing verification pilot activities required under IIRIRA. In addition to verification services, INS will expand and improve information services and data sharing with our partners and customers on various fronts.

Significant efforts will be undertaken to strengthen our management capacities and capabilities which are critical to mission accomplishment. The INS will accelerate the integration of key automated systems and will enhance the quality and availability of data and information for both internal and external use. Improvements will be made to records keeping and processing activities, automating records information, and data collection and reporting activities which affect the timeliness, accuracy, and availability of INS data. Professional, technical, and automated data processing (ADP) training and other support programs required to ensure the effectiveness of the expanded workforce will be continued, and critical infrastructure needs and deficiencies in the facilities, equipment and vehicles arenas will be addressed. Enhanced program activity to address the professionalism of our workforce and the infrastructure which supports their operations is critical during a period in which INS has realized a sustained program growth of over 140 percent since 1993. INS also will work collaboratively with internal and external groups in the development and implementation of immigration-related policies and practices.

Overall, INS performance plans support an approach of maintaining border enforcement and facilitation at a very high level, expanding interior enforcement activities, continued re-engineering and improving applications processing and customer services activities, improving our collaborative efforts with the public, and significantly strengthening the infrastructure and workforce effectiveness which underlie our ability to accomplish the INS mission. In both the enforcement and services arenas, INS will expand its cooperative activities with other Federal, State, and local agencies and organizations.

VERIFICATION AND VALIDATION OF DATA

INS has established a quarterly review process to ensure that measured values are verified and validated. During this review process, program managers evaluate proposed targets and certify that they are accurate and reliable, and that they reflect current circumstances and are consistent with resource allocation. Information from these quarterly reviews will form the basis of our final performance report.

LINKING PERFORMANCE GOALS TO RESPONSIBLE ORGANIZATIONAL COMPONENTS

INS has aligned its annual performance goals with the responsible organizational components. The Servicewide annual performance goals will be disaggregated to the INS regional office level, and the INS Regional Directors will disaggregate the regional targets into targets for District Offices and Border Patrol Sectors. This will result in detailed performance goals at the local level that will guide the day-to-day activities of agency staff.

DATA AND DATA SYSTEMS INTEGRITY

Enhance the integrity and integration of data and data systems operated by the INS in order to: establish fully integrated data systems supporting the enforcement and service functions of the INS; enhance the sharing of relevant data with other Federal agencies; and to support INS management and decision-making processes.

INS Plans --

FY 1999 plans include continuing development, deployment and maintaining operations for major case work, biometric and administrative systems (ENFORCE, IDENT, CLAIMS, Financial Management System); increasing the number and types of transactions processed through or supported by designated systems; continuing the Servicewide clean-up and centralization of alien-based files; and various activities to improve data integrity and usefulness. In using information and information technology to meet its mission, INS will focus efforts to enhance integrity and integration in the following program areas: (1) INS Enforcement and Facilitation Systems; (2) INS Services/Benefits Systems; (3) INS Management Systems; (4) Interagency Systems; (5) Technology Infrastructure Rollout, (6) Records Modernization, (7) Data Quality.

INS Enforcement and Facilitation Systems--The INS will continue development and deployment of the overarching automated Enforcement Case Tracking System (ENFORCE), which will include the integration of the Service's Automated Fingerprint Identification System (IDENT). Deployment will result in less administrative case processing time spent by officers and staff, positive identification and future records availability on illegal entrants, tracking of illegal entry patterns, and increased identification and prosecution of criminal entrants.

INS Services/Benefits Systems--The Service will continue deployment of automated casework support, with particular attention to the overarching automated Computer Linked Application Information Management System (CLAIMS), ensuring development and deployment for processing of all naturalization case work. The result will be improvements in case processing time and quality of adjudications. CLAIMS deployment has been scheduled so as not to adversely impact backlog reduction activities for naturalization cases.

INS Management Systems--The INS will continue implementing and improving administrative systems used to maintain data on INS workload, personnel and financial resources to support operational capability, accountability and new GPRA performance requirements. The Financial Management System will be completed and allow for a qualified audit of the FY 1999 financial statements.

Interagency Systems--The Service will enhance INS contributions to the Interagency Border Inspection System (IBIS) and to systems operations, data exchange, and data integrity that support controlling entry at Ports-of-Entry.

Technology Infrastructure Rollout and Support--The Service will support improved communications and interoperability by continuing to equip INS offices with standard integrated sets of office automation hardware, software, and local area network (LAN) configurations. INS also will maintain levels of support for technology and systems architecture such as hardware maintenance, help desk operations, and training. The results of these efforts will be to have more effective case processing and communication functions allowing for increased production capability and customer service (internally and externally).

Records Modernization--INS will make substantial progress in centralizing paper records and revising procedures. Records Modernization will change the way in which the INS manages its paper records and electronic information by (1) establishing greater control over INS paper records and improving accountability for maintenance of these records; (2) improving the integrity of the data maintained in both the paper files and databases; (3) improving user confidence in the accuracy and completeness of the data; and (4) restructuring the national records program to reduce user dependence upon the physical transfer of paper files. The primary results of the program will be faster access to physical files when they are truly necessary and greater use of alternative methods to obtain information such as from electronic databases or imaging with enhanced workstations.

Data Quality--INS will continue to take actions to ensure that information in INS' databases is accurate, timely, and appropriate for managing, monitoring, and reporting on Service operations, and for providing needed data for meeting information dissemination and formal external reporting activities. These actions include not only continuing improvement of manual and automated processes, but also taking advantage of opportunities for integration and automatic sharing of data across systems and agencies. INS will also initiate assessment of user satisfaction with critical INS data.

INS FY 1999 Performance Goals

In FY 1999, INS will continue to deploy major data systems in support of enforcement and benefits functions:

- ENFORCE/IDENT will be deployed to a total of 423 INS locations.
- CLAIMS 4.0 Naturalization module will be deployed to a total of 60 of INS' offices that process naturalization applications.

In FY 1999, INS will utilize deployed data systems to increase the efficiency of operations and enhance the accuracy of mission-critical data:

- The percentage of ENFORCE usage at sites where deployed will be 85%.
- The percentage of IDENT usage at sites where deployed will be 88%.
- The percentage of total new Naturalization applications that are processed through CLAIMS 4.0 by year-end will be 58%.
- Impacts from the use of ENFORCE and IDENT will be identified and tracked.

In FY 1999, INS will use its modernized financial management system to produce auditable financial statements with a qualified opinion.

In FY 1999, INS will continue support of information technology infrastructure at INS offices:

- The percentage of INS employees having basic computer hardware/software available will increase to 94 percent, at 778 INS locations.
- The number of INS hardware/software training interventions will drop from the FY 1998 level to 10,000.
- The ratio of ADP user support staff to INS end user staff will be maintained at no lower than 1:133.
- Sixty percent of INS end users will rate help desk support as “good” or “very good.”

In FY 1999, INS will share mission-critical data through support of major Federal inter-agency systems:

- IBIS will be used to query 95% of primary inspections at air ports-of-entry, and 4% of pedestrian primary inspections at land borders.
- Impacts from the use of IBIS and DataShare will be identified and tracked.

In FY 1999, INS will improve timeliness and reliability of alien-based information through faster transfers of physical files, and more extensive use of alternative access methods such as use of electronic databases or through enhanced workstations.

- Reduction in time to transfer physical files (TBD)
- Increase in the proportion of information access that is done through other than hard copy (TBD)
- Increased reliability of the Central Index System in terms of records reconciled with physical files (TBD)

In FY 1999, INS will increase the integrity of mission-critical data collected for key designated systems:

- Improvements in data quality, such timeliness, accuracy, and relevance will be tracked and reported (Report)
- User satisfaction with INS critical data will be assessed (Report)

Data and Data Systems Integrity Performance Indicators:

Deployment and use of INS Data Systems:

Number of INS locations at which ENFORCE and/or IDENT are deployed

Percentage of usage where ENFORCE and IDENT are deployed

- Number of INS Naturalization processing office locations at which CLAIMS is deployed
- Percentage of total new Naturalization applications that are processed through CLAIMS
- Capability to produce auditable financial statements with a qualified opinion
- Impacts from information in ENFORCE/IDENT databases
- Rollout and support of ADP technology infrastructure to INS offices:
 - Number of sites where INS employees have basic computer hardware/software available (percentage of total planned sites)
 - Percentage of INS employees having basic computer hardware/software available
 - Number of INS hardware/software training incidents
 - Ratio of ADP user support staff to INS end user staff
 - Percentage of end users who rate help desk support as “good” or “very good”
- Data sharing involving major Federal inter-agency systems:
 - Percent of IBIS queries in primary inspections
 - Impacts from IBIS and DataShare use
- Availability and usefulness of INS A-file based data:
 - Average time for physical files to be accessed
 - Number of files accessed by other than hard copy
 - Percent of records in CIS certified as “reconciled” with physical file
- Quality of INS data in key systems:
 - Improvements in data quality (Report)
 - User satisfaction with mission-critical data and reports

IMMIGRATION SERVICES

Deliver services to the public in a timely, consistent, fair, and high quality manner.

INS Plans --

The INS will continue re-engineering efforts aimed at delivering services that are timely, consistent, fair, and of high quality, with continued emphasis on ensuring the integrity of major applications for immigration benefits, particularly naturalization and adjustment-of-status case work. “Lessons learned” from Naturalization process re-engineering in FY 1997 and FY 1998 will be shared and incorporated into other applications processes. Major enhancements will be made to automate processes and improve automated systems supporting applications processing such as fingerprinting, telephone-based information services, and forms distribution for customers. The INS will expand capabilities to submit applications and conduct business by mail directly with INS’ centralized processing centers in order to expedite processing and remove and reduce delays at field offices. Major case system automation enhancements and underlying records and electronic files cleanup and modernization activities will be supported centrally and for selected locations through the “Data and Data Systems Integrity” Goal. The INS will maintain

processing standards for new Asylum “reform” case work and will continue to address any remaining case backlogs. The INS will also maintain an expedited, applicant-sensitive process for asylum claims lodged at Ports-of-Entry coincident with expedited removal procedures.

FY 1999 plans focus on re-engineering case processing procedures and support systems, expanding nationally based customer information services and forms delivery, and expanding direct mail services for expediting the processing of benefits. Another major initiative, “Status Verification,” will address improvements to INS’ alien status verification services for other Federal, State, and local governments, and employers. The INS will expand the availability, timeliness, and effectiveness of verification services and will continue activities under the verification pilot projects mandated by the Illegal Immigration Reform and Immigrant Responsibility Act of 1996 (IIRIRA). To support status verification, improvements to underlying records and data processing will be pursued under the “Data Integrity and Systems” Goal. Extensive efforts will also be made to integrate data and data systems communication with the States to share verification information.

INS FY 1999 Performance Goals

1. In FY 1999, INS will continue to maintain processing standards for new Asylum reform case work by completing cases within 60 days and will reduce remaining backlog cases by 10 percent.
2. In FY 1999, INS will continue re-engineering efforts aimed at delivering and ensuring the integrity of services that are timely, consistent, fair, and of high quality, especially in the area of Naturalization and Adjustment of Status case work.
3. In FY 1999, INS will continue to improve fingerprint processing (from capture through receipt of FBI determination) by reducing the processing time to three weeks, and decreasing the rejection rate to five percent.
4. INS will implement customer-oriented business practices by centralizing forms delivery in order to respond to 100 percent of requests for forms within five days and by beginning to expand the national telephone center.
5. Improve INS' alien status verification services for other Federal, State, and local governments, and employers by increasing the verification pilot projects mandated by the Illegal Immigration Reform and Immigrant Responsibility Act of 1996 (IIRIRA) to up to 5,000 employers.
6. INS will maximize the manufacturing of the new generation of INS cards within the framework of the existing investment made to acquire 5 card production platforms.

Key Summary-level Performance Indicators

- Processing time for Asylum applications/applicants:
 - New reform cases -- case completion processing time
 - Number of backlog cases
 - Expedited removal cases -- case completion processing time
- Cases completed:
 - Number of naturalization cases completed
 - Number of adjustment-of-status cases completed
- Average prospective case processing time for applicants:
 - Naturalization
- Quality-level compliance with Naturalization Quality Procedures
- Live-scan fingerprint equipment and automated processing:
 - Processing time for fingerprints (from capture through receipt of FBI determination)
 - Rejection rates
- Customer Service Centers
 - National Customer Service Center
 - San Jose Customer Service Laboratory
- Centralized Forms Requests:
 - Average time to provide forms
- Improvements to Alien Status Verification Services:
 - Number of employers participating in pilot programs
 - Percentage of non-automated employment authorizations
- Improvements to INS Internet Home Page
 - Number of user sessions
- Integrated Card Production System (ICPS):
 - Number of cards produced
 - Card production processing times

BORDER ENFORCEMENT

Secure the land borders, Ports-of-Entry, and coasts of the United States against illegal migration through effective use of technology and personnel resources focused on enhancing the deterrence to entry and apprehending and removing those who attempt to or illegally enter.

INS Plans --

As the Border Patrol continues to gain control of many more of the major corridors of illegal alien crossings in California, Arizona, and Texas, INS anticipates that other hotspots will develop when new, as well as neighboring, areas experience significant growth in illegal alien traffic in FY 1999, and as smuggling organizations seek fresh routes. Deployment of new positions to the Del Rio and McAllen sectors of Texas are anticipated to increase border control hours and apprehensions in FY 1999, although as the effects of deterrence are felt, an eventual decrease in apprehensions is expected beyond FY 2000. Some limited deployment of agents to critical events on the Northern Border may be necessary in FY 1999. Control of the border will be enhanced by continued strategic deployment of Border Patrol Agents, further implementation of the expedited removal process, implementation of automated entry/exit procedures, and deployment of a variety of force-multiplying technologies (Automated Fingerprint Identification System (IDENT), Integrated Surveillance Information System (ISIS), Encrypted Voice Radio Program (EVRP), (Forward-Looking Infrared (FLIR), etc.).

Increased emphasis will be placed on implementation of a more integrated law enforcement strategy, linking border operations, interior operations, and overseas operations. Of particular importance is formalizing and institutionalizing intra- and inter-agency tactical coordination, intelligence sharing, and anti-smuggling and investigative case activities. The INS will bolster enforcement activities in cooperation with foreign governments, international transportation carriers, and other agencies focused on preventing and interrupting smuggling, document fraud, and other related criminal activities. Under Operation Global Reach and other overseas enforcement initiatives, INS intends to deter international alien smuggling and other criminal activities-associated illegal migration in source and transit countries. The INS will focus its intelligence activities to support the INS' enforcement strategies.

INS FY 1999 Performance Goals

1. In FY 1999, INS will improve the effectiveness to apprehend and deter persons attempting illegal entry. INS will track the Inspections Travelers Examination (INTEX) rates at the Ports-of-Entry; and through our Overseas operations, increase mala fide traveler and offshore migrant interceptions en route to the United States, increase the number of overseas investigations completed, through INS assistance, host countries will increase their prosecutions/sanctions.
2. In FY 1999, INS will increase the level of operational effectiveness within identified zones of the Southwest Border in regards to illegal alien border crossing and drug interdiction.
3. In FY 1999, INS activities will have an impact on criminal activity in selected U.S. cities located along the Southwest Border. (Impact categories to be reported based on Border Enforcement)

4. In FY 1999, INS will continue to employ a dynamic and aggressive intelligence-training program. The INS Intelligence program will continue the establishment of liaison functions with other agencies and services. Headquarters Intelligence will work in concert with the national Intelligence Community and other federal law enforcement agencies to leverage and share intelligence information. Survey instruments will be employed to improve intelligence support.

Key Summary-level Performance Indicators

- Effectiveness to apprehend and deter persons attempting illegal entry
 - Inspections Travelers Examination (INTEX) rates to measure enforcement effectiveness at the land and air
 - Number of mala fide traveler and offshore migrant interceptions en route to the United States
 - Overseas Investigations completed (smuggling, benefit fraud, and auxiliary investigations)
 - Offshore prosecutions/sanctions assisted by INS personnel
- Implementing border control strategies
 - Level of operational effectiveness within identified zones on the Southwest Border in regards to illegal alien border crossing.
 - Level of operational effectiveness within identified zones of the Southwest Border in regards to drug interdiction
- Impact on criminal activity in selected U.S. cities located along the Southwest Border. (Impact categories to be reported based on Border Enforcement)
- Maximize effectiveness through use of intelligence
 - Survey instruments to improve intelligence products and services.

BORDER FACILITATION

Facilitate lawful travel and commerce across the borders of the United States.

INS Plans --

In FY 1999, INS will facilitate lawful traffic and commerce by increasing the use of approaches for sorting passenger and vehicle traffic into high- and low-risk categories and by using increased automation and technologies, such as license plate readers to expedite pre-approved vehicle crossing of the border. INS will also improve passenger facilitation by improvements to the production and use of Border Crossing Cards (BCCs). INS distribution of Immigration Inspectors in FY 1999 will focus on traffic management on the Southern border by staffing inbound land POE lanes at minimum of 50 percent parity with U.S. Customs.

INS FY 1999 Performance Goals

1. In FY 1999, INS will reduce waiting times at airports. The targets are to clear 72 percent of total commercial air flights through primary inspection in 30 minutes or less (an improvement of 11 percent), and clear 80 percent of land border travelers through the inspections process in 20 minutes or less.
2. In FY 1999, INS will baseline the percent of travelers inspected by automated systems at airports equipped with automated facilitation technologies (INSPASS/SENTRI)
3. In FY 1999, INS will facilitate lawful travel and commerce across the borders of the United States by maintaining customer satisfaction rates relative to wait times at 90.2 percent at air and 76.9 percent land ports; by improving the percentage of Inspectors rated as “professional” and “courteous” at airports and land borders by 1 percent; and by improving INS Inspector job satisfaction rates by 5%.

Key Summary-level Performance Indicators

- Waiting times at Ports-of-Entry (POEs) – land borders and airports
Percent of total commercial air flights to clear primary inspection in 30 minutes or less
Percent of land border travelers to clear primary inspection in 20 minutes or less
- Percent of travelers inspected by automated systems at airports equipped with automated facilitation technologies (INSPASS/SENTRI)
- Facilitate lawful travel and commerce across the borders of the United States
Travelers satisfaction with wait times at air and land POEs
Travelers satisfaction with the professionalism and courtesy of Inspectors

INTERIOR ENFORCEMENT

Maximize deterrence to unlawful migration and enforce immigration laws in the interior of the U.S. through effective and coordinated use of resources to reduce the incentives of unauthorized employment and assistance, remove deportable/inadmissible aliens expeditiously, address interior smuggling and fraud, and through increasing inter-governmental cooperation and integration of activities between law enforcement entities at all levels of government.

INS Plans --

In FY 1999, INS will continue the coordination and integration of activities across program lines to provide for an effective enforcement effort. INS will implement an interior enforcement strategy amidst several challenges. Removals will be affected by constraints caused by cost increases in detention and expiration of the Transition Period Custody Rule (TPCR). In turn, the shift in increased mandatory detention for criminal aliens will result in fewer formal non-criminal worksite and border removals.

Humanitarian relief for Hurricane Mitch resulted in a stay of removal for Central Americans, increasing the number of beds occupied by long-term detainees. INS investigative operations will continue to focus on major operations such as Seek and Keep which target major criminal violators in linked smuggling, worksite enforcement, and fraud cases. These operations will be conducted in coordination with border enforcement and related INS overseas initiatives. INS will also continue to develop strong working relationships with other federal, state, and local law enforcement agencies, while beginning to implement the Quick Response Teams (QRT) required by Congress.

Ongoing FY 1999 activities will be focused in the following manner:

- INS will use multiple approaches with increasing federal, state, and local cooperation to achieve removals. INS will increase the scope and effectiveness of the Institutional Removals Program (IRP) to include a greater capacity to process more criminal aliens prior to release and to process aliens in county jails. INS will pursue expeditious removal of all aliens with final orders and continue focusing on systematic identification, cooperation with other law enforcement entities, and alternatives to hearing processes. INS will not be able to achieve as many formal non-criminal removals through interdiction of illegal aliens at worksites or along smuggling routes or the border due to the shift in detention resources to support the mandated priorities.
- INS will further strengthen and improve its detention and transportation systems and their integration to make more efficient use of detention space and facilities. Close monitoring and coordination between INS enforcement and detention officials will be required and every effort will be made to lower costs while meeting standards. INS will strive to locate the bedspace needed for law enforcement initiatives such as anti-smuggling and Quick Response Team operations. Coordination with the Joint Prisoner Alien Transportation System (JPATS) schedulers will take place to ensure that transportation resources also meet national priorities, law enforcement requirements, and the goals of supporting removals, shifting to available bedspace for the highest detention categories, and shifting to the least costly bedspace.
- INS will continue to focus on criminal investigations against employers who intentionally hire unauthorized workers both in general and selected industry and geographical areas. Special efforts will include enforcement actions relative to employers who are abusive of their workers and violate multiple federal and state

laws, regardless of industry or geography. INS will also pursue employers who are egregious violators of the employment control provisions of the Act and are also involved in other employment related criminal activities such as alien smuggling and knowingly accepting or providing counterfeit documents. The above activities will make use of cooperative efforts with other federal, State, and local agencies. INS will continue to provide information and technical assistance to employers and industry groups in order to facilitate their compliance with the law, and will continue efforts to reduce document fraud through document reduction and improvements.

- With regard to benefits and entitlement abuse, INS will continue to direct enforcement activity at organizations and facilitators who perpetuate large-scale document and benefit fraud in order to dismantle the criminal organizations that facilitate illegal migration. INS will also continue to utilize fraud detection strategies in conjunction with Service Centers to identify major fraud schemes.
- INS will continue implementation of the multi-year, National Anti-Smuggling Strategy of 1997 and the complement of intelligence activities. In addition to initiating enforcement activities in specific zones, INS will begin to monitor possible deterrence through various indicators, i.e., shifts in “vertical” smuggling corridors. INS will continue to emphasize major smuggling operations, particularly those tied to other criminal activity or illegal employment. Through fully trained staff dedicated to intelligence activities and appropriate use of technology, the INS will optimize intelligence collection, collation, analysis, dissemination, storage, and retrieval. The INS will establish and reinforce mechanisms to recognize and communicate conditions affecting immigration trends and counter-terrorism initiatives and continue establishment of liaison functions with other agencies and services.
- Criminal investigative work will be focused on state and local cooperation, presenting cases for prosecution, and use of asset forfeiture to eliminate the incentives and resources to continue criminal activities. INS activities to lessen the impact of illegal migration in states and communities will be strengthened through coordination with other law enforcement entities to identify, detain, and/or remove aliens, particularly those involved with violent gangs, organized crime, drug trafficking, and terrorism. This coordination and task force/joint cooperation pursuant to Section 133 of IIRIRA will improve INS’ visibility and leverage in communities, thereby contributing to community safety and helping to counter the escalation of new criminal alien activities and impacts in the interior.

INS FY 1999 Performance Goals

1. In FY 1999, INS will decrease non-expedited final order removals from the U.S. to 64,000, including 50,000 criminal removals and 14,000 non-criminal removals in order to implement mandatory custody and Central American Temporary Protected Status. INS will monitor the number of final order expedited removals performed in FY 1999.

2. In FY 1999, INS will increase the number of removals accomplished via the Institutional Removal Program (IRP) to 16,800. Of the deportable inmates released to INS from institutions, 42% will be criminal aliens who received an order through the IRP.
3. In FY 1999, INS will manage a total of 13,989 available bedspaces and monitor the percentage used to detain criminal aliens. Of the 15 Service Processing Centers and contract facilities, 11 will meet American Correctional Association standards.
4. In FY 1999, INS will present principals for prosecution for alien smuggling-related violations and will complete major, inter-regional and/or worksite-related cases in order to disrupt and dismantle smuggling organizations.
5. In FY 1999, INS will track the number of removals from Interior Voluntary Returns under Safeguards (not included in final order removals).
6. In FY 1999, INS will work in concert with the national Intelligence community and other federal law enforcement agencies to leverage and share intelligence information. INS will employ survey instruments to improve intelligence support.
7. In FY 1999, INS will continue to emphasize presentation of criminal cases for prosecution against employers who intentionally hire unauthorized workers or violate other employment-related criminal statutes. INS will maintain the percentage of substantive fines to total fines at 60 percent.
8. In FY 1999, INS will continue to present cases and principals for prosecution against organizations and facilitators who perpetuate large-scale document and benefit fraud.
9. In FY 1999, in cooperation with the U.S. Attorneys Office, INS will baseline the percentage of smuggling, fraud, and worksite enforcement cases presented for prosecution with inclusion of forfeiture or a parallel civil forfeiture and track the number of cases in which asset forfeiture is accomplished.
10. In FY 1999, INS will strengthen cooperation with federal, state, and local law enforcement entities to identify, apprehend, detain, and remove deportable criminal and terrorist aliens and undertake targeted operations, including apprehensions related to organized crime, violent gangs, drug trafficking gangs, and the Joint-Terrorism Task Force.
11. In FY 1999, INS activities will have an impact on criminal activity in selected U.S. cities located in the interior of the U.S.
12. In FY 1999, INS will baseline tracking deterrence related to detection of fraud and smuggling and disruption of alien smuggling as measured by various indicators, i.e., shift in smuggling corridors.

Key Summary-level Performance Indicators

- Removals--criminal and non-criminal aliens
- Quantity and quality of bedspace
- Cases and principles presented for prosecution and fines
- Investigations and cases in which forfeiture actions were pursued or forfeiture authorities were applied against employers, smugglers, and fraud vendors and organizations
- Effectiveness of and apprehensions from INS involvement in interagency and intergovernmental criminal task forces and enforcement initiatives
- Analysis of crime data in selected U.S. interior cities
- Deterrence and disruption - fraud detection, intelligence impact, and shift in smuggling corridors
- Maximize effectiveness through use of intelligence - survey instruments to improve intelligence products and services

COMMUNITY IMPACT

Improve the development and implementation of immigration-related policies and practices by incorporating input from a broad range of internal and external contacts.

INS Plans --

For FY 1999, INS will work more proactively and collaboratively with internal and external groups in the development and implementation of immigration-related policies and practices. INS strategies will include: developing and maintaining a broad range of internal and external contacts and mechanisms for information collection and analysis of opportunities to cooperate with state and local communities and groups, including law enforcement agencies; work proactively and collaboratively with internal and external individuals, groups, and organizations to encourage and facilitate constructive involvement of a broad range of community groups in INS activities; and involve internal and external groups and individuals in joint problem-solving efforts, as necessary.

[NOTE: This activity does not receive designated funding, therefore budget reductions in specific program areas may impact the level of accomplishment.]

FY 1999 INS Performance Goals

1. In FY 1999, INS will increase the level of community consultation in the development and review of immigration-related policies and procedures.
2. In FY 1999, INS will analyze 3 of 30 key immigration cities in the U.S. to identify major immigration concerns and issues in these communities.

3. In FY 1999, 75 percent of the issues/concerns/complaints received by Community Relations Officers (CROs) are acknowledged within 30 days, with feedback provided on the steps INS is taking/will take to respond to their concerns.
4. In FY 1999, all of INS Districts and Border Patrol Sectors will complete Community Relations (CR) Plans, which focus on proactive efforts to constructively involve the community in INS activities and to jointly resolve community concerns on immigration matters.
5. In FY 1999, INS will seek to increase the perception that external comments, feedback, and suggestions are heard and duly considered.

Key Summary-Level Performance Indicators

- Identification and assessment of immigration-related issues (geographic, demographic, or functional).
- Involvement of appropriate parties in developing enforcement and service delivery standards and procedures that represent the interests and sensitivities of the variety of communities in which INS conducts its activities.
- Increased perception that external comments, feedback, and suggestions are heard and duly considered.

INFRASTRUCTURE AND PROFESSIONALISM

Ensure a motivated and diverse workforce that is well-trained and empowered to do its job.

INS Plans --

While many of INS' standing program operations and initiatives are supportive of improving communications and empowering employees, there are two major initiatives that INS will undertake in FY 1999, i.e., Improve Professionalism and Enhancing our Institutional Infrastructure, that are particularly linked to this core function. These two initiatives are critical to improving services for the public and supporting an effective and healthful work environment. They are also critical to INS performing the direct mission support activities associated with our services/benefits and enforcement missions.

The "Improve Professionalism" initiative has multiple elements, some of which are addressed under the Data Integrity and Integration Goal, such as availability of basic computer hardware/software, ratio of ADP user support to INS staff, and ADP training. Under this goal, INS will focus on continuing workforce diversity and reinforcing the recruitment and personnel sustenance programs required to maintain effectiveness in a greatly expanded workforce. Activities will also address long-standing issues associated

with providing required advanced training to Officer Corps personnel and reducing the backlog of Freedom of Information/Privacy Act requests.

FY 1999 INS Performance Goals

In FY 1999, INS will improve professionalism in its workforce by:

- Establishing a baseline for the number of INS employees who rate INS as a desirable organization in which to work.
- Establishing a baseline for Officer Corps attrition rate.
- Strengthening integrity and accountability by decreasing by 10% the average time to complete corrective actions associated with recommendations made by external and internal review organizations.
- Reducing the backlog of Freedom of Information/Privacy Act requests.
- Providing advanced training to Officer Corps personnel.

In FY 1999, INS will enhance its institutional infrastructure to support an effective and healthful work environment by:

- Reducing by 3% the number of annual medical attention occupational injury and illness claims filed with the Office of Worker's Compensation Program by INS employees to 18.5 per 100 employees.
- Reducing by 20% the annual number of Occupational Safety and Health Administration environmental, safety and health citations received by INS.
- Establishing a baseline for the gap between number of employees and capacity of INS facilities.
- Maintain compliance with Federal building security standards
- Establishing a baseline for average maintenance costs of INS vehicles

Key Summary-Level Performance Indicators

Professionalism:

Image of INS as an employer
Organizational integrity and accountability
Advanced training for Officer corps personnel

Infrastructure:

Quality of workspace for INS staff
Vehicle transport quality